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AESTRACT

THIS LITERATURE REVIEW, BASED ON AESTRACTS OF DOCUMENTS ANNOUNCED IN RIE, COMPILES INFORMATION ON PUBLIC SCHOOL FINANCE. TWENTY-ONE DOCUMENTS, PUBLISHED SINCE 1963, ARE DISCUSSED. TOPICS INCLUDE FINANCE METHODS, URBAN SCHOOL BUDGETS, INNOVATIONS FOR BUDGET PLANNERS AND SCHCOL MANAGERS, AND FINANCIAL OBJECTIVES. (LN)

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fall, 1969

r & d perspectives

program to produce 'packages' for instructing school administrators

An educational revolution that never materialized has left many public school administrators in a crossfire where the missiles are charges of apathy and demands for change.

Educational research was supposed to have sparked the expected revolution. Both the mass media and professional literature, by touting research as the key to educational reform, created an expectation of revolutionary change in schools. But no sweeping reforms have emerged, no "crash" programs were proposed.

"The fact is," explained Dr. Terry L. Eidell, a CASEA research associate, "basic research produces only tiny 'bits' of knowledge about an infinitely complex world. Given time, such incremental gains in knowledge may have some effect on practical situations, but schoolmen have long been aware that research findings usually have little immediate, practical bearing on the actual operation of schools."

The Center staff recognizes that a disparity exists between expectations for educational innovation and the probability of research affecting practice sufficiently to meet these expectations. Yet because it also knows that conscientious efforts can significantly increase the practical usefulness of research, five integrated programs of research and development have been launched.

One of these, Program 50, was created to compile disparate pieces of knowledge relevant to practical educational problems and then to "package" the information.

Working on Program 50 are Eidell, its director; two other CASEA research associates, F. Lee Brissey and John M. Nagle; and five research assistants.

Their task is to develop "instructional packages" and then to test and evaluate them in actual school situations. Instructional materials that are found to be effective will be disseminated for use in the pre-service and in-service education of public school personnel.

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Program 50 will help eliminate the disparity between research and its application.

"Each of the instructional packages will synthesize knowledge relevant to the solution of practical organizational or administrative problems," said Eidell. "And each will translate that knowledge into an educational experience which provides administrators with the concepts, techniques, and human skills required for implementation."

After the instructional packages have been tested and found to provide the desired instructional outcome, CASEA will have them mass produced for national distribution. Regional Educational Laboratories, UCEA-affiliated universities, and other organizations will provide dissemination through workshops, seminars, and other field-oriented activities.

Two of the seven projects to result from Program 50 within the next five years have already been initiated.

One of them is concerned with planning-programming-budgeting systems (PPBS). Eidell and Nagle hope to gather the extensive body of knowledge relating to the component activities of PPBS and then to incorporate this information into an instructional package. A school administrator who takes advantage of this instruction will then be able to design, adopt, and operate PPBS in his own school district.

Although PPBS isn't a new concept, it remains an elusive but interesting stranger to most educational administrators. "And this is a tragedy," said Eidell, "because the demands upon available funds for education have never been more critical."

Public school systems, explained the researcher, must find a way to allocate available resources within their organizations as efficiently as possible; at the same time they must find a way to strengthen their bargaining position in the competition for limited public funds.

The development of an operational planning-programming-budgeting system may solve this problem.

"We believe that PPBS can increase the quality of public decisions regarding the allocation of funds by providing decision makers—whether they be teachers, administrators, board members, or the general public—with information necessary to identify educational alternatives and to select from these the most effective and efficient ways of achieving their particular objectives," Eidell asserted.

The instructional package on PPBS will be field tested next summer, retested the following fall, and made available for general instructional use by the spring of 1971.

The second project underway in Program 50 is concerned with providing training for teachers and administrators in group problem-solving at the school level.

"Because the processes of problem solving and decision making in the nation's public schools are more and more the result of small-group interactions rather than the product

(continued on page 8)

John M. Foskett's latest monograph states that teachers have serious difficulty in accurately perceiving the views of central-office administrators, and that the latter are just as incorrect in their perception of teachers' views. Consequently, this misperception may be a significant source of stress between the two groups.

John M. Foskett, in his latest CASEA-published monograph, strongly implies that community school boards and school personnel are doomed to frustration in attempts to formulate the public's opinion about educational needs.

The sociologist and research associate, in his publication, *Role Consensus: The Case of the Elementary School Teacher*, states that the normative views of the general public in any town or city are not unique to that community.

"If normative views were found to be community specific, i.e., local, it might be possible to modify them through public relations and informational programs," says Foskett. "But if peoples' ideas as to what teachers should and should not do are part of a broad cultural perspective that transcends communities (as the author supports in his monograph), local efforts might have little effect."

The author, using a set of 45 role norms, gathered data for his study from teachers, principals, superintendents, and citizens in three markedly different communities. He asked all four groups to give their views on certain educational situations and then their perception of the views of members of the other populations.

Role norm by role norm, for each population in the three communities, Foskett found a wide range of levels of agreement.

This information, writes Foskett, suggests that the normative structure is not characterized by a uniformly high level of agreement among the members of a given population, but rather by degree of consensus.

In addition, if the levels of agreement within populations are similar from community to community, it follows that the extent of agreement is not a consequence of the size and type of community, but rather is a function of the characteristics of the broader culture.

Foskett also found that when the total population of teachers in a community is broken down by individual schools, a wide variation exists in the way teachers view their own position. Teachers, then, are not randomly distributed among the schools as far as the way they view their position is concerned; thus school administrators and citizens alike are confronted with diverse populations of teachers. As a result, a given administrative policy will have different consequences from school to school.

One implication, states Foskett, is that certain types of problems may be solved more easily if administrative efforts to deal with them are carried out at the level of individual schools rather than for the system as a whole.

Another major finding made by the author is that most teachers expect a relatively large difference to exist between their own views and the views of the general public.

"In so doing," writes Foskett, "they overestimate the amount of actual difference; and as a result, many teachers are unaware of the amount of understanding and support provided by the lay public."

Again, because of the variation from one school to another, efforts to deal with teacher-citizen misunderstandings or conflicts may require activity at the level of individual schools rather than the entire school district.

While overestimating differences between their views and those of the public, teachers strongly underestimate the amount of difference between their own views and those of central-office administrators.

"Teachers often figure that because the administrators in the district office are in the same business, they share similar views as the faculty," explains Foskett. "However, the two groups have quite different opinions regarding many matters."

In his monograph Foskett also supports the contention that stress conditions between teachers and their principal vary from school to school. He then suggests a possible explanation for such variation.

This work completes the third in a series of monographs prepared by Foskett on the relationship between the characteristics of normative structures and recurring problems in school administration. His previous CASEA monographs are *The Normative World of the Elementary School Teacher* (May, 1967) and *The Normative World of the Elementary School Principal* (December, 1967).

consistent few can influence majority

"An individual, being consistent, will eventually have influence over the majority as most people tend to follow his lead," stated a visiting social psychologist at a CASEA seminar last summer.

Dr. Claude Facheux, a member of the National Center for Scientific Research in Paris, told a gathering of research associates and graduate students that people, in attempting to understand another person's views, will often partially adopt that view themselves.

He explained that in one of his experiments he had nine people plus two "stooges" observe colored slides. The "stooges" said that all the green-colored slides were blue. The others, in an apparent attempt to understand how someone could possibly call a green slide blue, also started seeing blue when they were actually viewing green. Thus when a gradation of blues and greens was shown to the nine people, they labeled those of a "middle" color green.

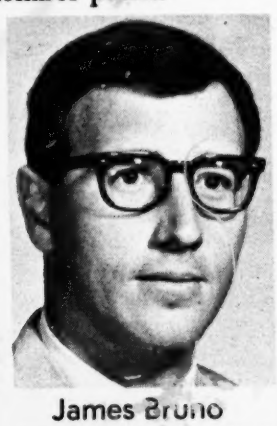
Conference to Feature Five Aspects of Change

Educators will explore the implications of social and technological change for education at a two-day conference that is cosponsored by CASEA and ERIC/CEA. At the conference, six scholars who were commissioned by the Clearinghouse to write five state-of-the-knowledge papers will present their works to a selected group of educational administrators, researchers, and professors. The conference will be held December 8-9, in Portland, Oregon.

The five papers are the first in the state-of-the-knowledge series to be completed by the Clearinghouse. Each paper focuses on one aspect of education and social and technological change, with the purpose of summarizing and interpreting the existing knowledge on its topic. During the conference, each author will be given an hour and 15 minutes to summarize his paper.

The conference will consist of a total of six sessions: five for the presentation of the papers and one for reaction and discussion by a five-member panel.

Marvin C. Alkin



James Bruno

John A. Evans

Willis W. Harman

Roger A. Kaufman

Richard C. Williams

Titles and authors of the conference papers are as follows:

Educational Planning Systems, by Marvin C. Alkin and James Bruno. Alkin is Director of the Center for the Study of Evaluation of Instructional Programs at the University of California at Los Angeles. Bruno is a Research Associate at the Center.

Educational Management Information Systems: Progress and Prospectives, by John A. Evans. Evans is Senior Systems Analyst for the MITRE Corporation, Bedford, Massachusetts.

The Nature of Our Changing Society: Implications for Schools, by Willis W. Harman. Harman is Director of the Educational Policy Research Center, Stanford Research Institute, Menlo Park, California.

System Approaches to Education: Discussion and Attempted Integration, by Roger A. Kaufman. Kaufman is Director of the Institute of Instructional System Technology and Research, Chapman College, Orange, California.

Teacher Militancy: Implications for the Schools, by Richard C. Williams. Williams is Assistant Dean for Student Affairs in the Graduate School of Education, University of California at Los Angeles.

Following the conference, the papers will be published by CASEA in a single monograph. Copies of the monograph will be available from the Clearinghouse by midwinter.

Research Personnel, Organizations Added to Newly Titled Directory

A new section devoted to personnel and an expansion of the list of organizations highlight the second edition of ERIC/CEA's Directory, newly titled *Directory of Organizations and Personnel in Educational Administration.*

One hundred and twenty-five researchers comprise the new list of personnel, which is designed to facilitate communication among researchers. For each person listed, the following information is provided: His title and address for the 1969-70 academic year, the subject(s) of his research, the agency or organization with which his research is affiliated, and any publications he has authored that can be obtained by writing directly to him at his own address.

Twenty-six organizations are listed for the first time in the organizational section, making a total of 122. They include USOE-funded regional laboratories and research centers, school study councils, university research and service bureaus, and a variety of independent organizations.

A subject index is cross-referenced with each section.

Copies of the Directory can be ordered from the Clearinghouse at a cost of $2.00 per copy. Checks should be made payable to University of Oregon.

The Educational Resources Information Center (ERIC) *of the U.S. Office of Education serves the educational community by collecting and disseminating current information about education.* ERIC/CEA *is one of 19 clearinghouses in the* ERIC *network. Each clearinghouse, specializing in one area of education, has two major functions: (1) it acquires, indexes, and abstracts documents for announcement in* ERIC's *monthly index and abstract catalog,* RESEARCH IN EDUCATION (RIE); *and (2) it prepares and publishes newsletters, bibliographies, and interpretive research studies.* ERIC/CEA's *subject area is the administration of educational organizations on the elementary and secondary levels.*

RIE *is available in many libraries and by subscription for $21 a year ($26.25 foreign) from the U.S. Government Printing Office, Washington, D.C. 20402. Most of the documents listed in* RIE *can be purchased through the* ERIC *Document Reproduction Service, operated by The National Cash Register Company.*

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Financing Public Education

by Philip K. Piele

The major purpose of this review is to analyze a selected number of documents received and processed by this and other clearinghouses in the ERIC system dealing with current research findings, new developments and procedures, and present practices in the financing of public education in the United States. The documents reviewed cover a variety of issues bearing on public school finance: issues and trends, school fiscal policy, economics of education, State aid to education, financing urban schools, school budgeting practices, and analysis of school costs.

The review is based on abstracts of the documents which appeared in *Research in Education*, ERIC's monthly index and abstract catalog. All but five of the documents are available from the ERIC Document Reproduction Service. Complete instructions for ordering documents are given at the end of the review.

NEA Reviews School Finance

A 244-page book published by the National Education Association[1] contains 28 papers presented at a conference on the interdependence of school finance among the nation, State, and city. The papers discuss the social, economic, and political forces shaping interdependence and tools such as programing—planning—budgeting systems (PPBS) which assist in developing educational programs within these demands.

Another NEA conference report[2] contains 24 papers dealing with local—State—Federal relationships in school finance. Primary focus of the conference was on the development of techniques to ease critical areas of the intergovernmental relationship.

A third NEA report[3] contains 29 papers presented at a conference which dealt with trends in financing public education.

Finance Methods Under Study

John K. Norton[4] compiled a book which traces the major trends in local, State, and Federal school finance programs during the past decade and assesses the current situation in the field. The publication consists of excerpts from materials previously presented by the Committee on Educational Finance of the National Education Association.

In a study of the critical factors affecting local decision-making on school fiscal policy, Roe L. Johns and Ralph B. Kimbrough[5] related socioeconomic factors, educational leadership, and community power structure to one another and to local financial effort in relation to ability.

William S. Vincent[6] investigated the effects of school size, fiscal independence, fiscal dependence, public vote, and tax limitation on 11 measures of educational quality. Vincent analyzed data obtained from 1,222 city school districts. The data appeared to substantiate conclusions of previous observers that excessive school district size reduces the effectiveness of the administration in developing and maintaining an adequate program of education. The critical point of size varies somewhat depending upon the quality factor in question.

The fiscal responsibility of the school boards in 498 school districts were statistically analyzed by William S. Vincent and Charles M. Bernardo.[7] The authors measured the performance of the school boards in obtaining funds to operate the schools. The boards' composite fiscal performances were rated according to 10 measures derived from net current expenditures per pupil, teachers' salaries, amount raised locally, and fiscal growth indices. The results of the study indicate that, in obtaining funds locally, school districts with fiscally independent boards operating without tax limits are superior to school districts with fiscally dependent boards operating with tax limits.

Profit Produced By Education

Jon T. Innes[8] prepared a monograph which surveyed recent literature on the economic returns on investment in education. The first section introduces the reader to the concept of human capital and to some ways it can be measured. In the second and third sections, data are presented on the relationship between education and income and the benefits accruing both to individuals and to the nation as a whole from investment in education. Section four deals with estimates of education's contribution to economic growth. Section five summarizes the generalizations concerning education as an investment. These studies reinforce the conclusion presented by other studies that the social returns on educational investment are very profitable.

A bibliography compiled by Kenneth M. Deitch and Eugene P. McLoone[9] lists 724 books and articles dealing with the economics of education. Areas covered include (1) theory of human capital; (2) the political economy of education and broad social concerns; (3) consuming the product—price, enrollment, and demand for education; (4) producing educational services—salaries, relationships between quality and crafts, and technology in instruction; (5) finance—role of government, financing primary and secondary schools, financing higher education, and fellowships and loans to students; (6) measuring the supply and demand for specialized manpower; (7) the role of educational institutions, government, and private industry in training specialized manpower; and (8) the payoff to investment in education—individual returns and social returns. Bibliographies and articles reviewing important portions of the literature are included. Highly technical material, collections of data, and articles on the methodology of collecting data are excluded.

Studies Measure Budget Allocations

In exploring the economics of education, John K. Norton[10] discusses and quotes extensively the findings and conclusions of research dealing with (1) the demands of modern technology on the public schools, (2) the relation of education to individual earnings, (3) education as an investment in human capital and as a factor in economic growth, (4) the effect of education on particular segments of production, (5) the losses to the individual and to the society that result from inadequate schooling, (6) the requisites for developing a productive system of public education, (7) the adequacy of present financial support of the schools and required future expenditures, and (8) necessary fiscal action to provide adequate financing for the schools.

Marvin C. Alkin[11] has developed a formula for measuring State effort to support public education. The formula is used to measure current expenditures of public elementary and secondary schools for general control, instructional services, operation, maintenance, and fixed charges at State, intermediate, and local levels of administration. Three measures of fiscal effort are used for each State: (1) a constant equal to the national average percent of income devoted to education, (2) assumed allocation proportional to the ratio of public school children to total population in a State, and (3) theoretical division of a State's total fiscal ability between schools and all other purposes (including feeding, clothing, and housing the total population of the State) in proportion respectively to public school attendance and total population.

Eugene C. Samter[12] compared a 1962 New York State Aid to Education Act, based on the concept of shared cost, with an old foundation program with respect to objectives of school fiscal policy: equity of support (equal treatment of equals), equalization of support, and tax relief. Samter found that (1) equity of operating support remained about the same while equity of building support improved, (2)

the process of equalization and tax-broadening relief improved, and (3) relative emphasis upon equalization increased in operating support and decreased in building support. Based on these findings, Samter recommended that (1) the operating support ceiling as a central tendency of operating expense levels be described in law; (2) a means by which all districts rapidly and without undue effort can achieve the basic support level be described in law; (3) size corrections, growth aid, and flat grant aid be eliminated; and (4) the comparative efficacy of aid techniques in accomplishing tax-broadening relief be further examined.

In a paper published in October 1968, G. Alan Hickrod and Ben C. Hubbard[13] (1) provide background information on various types of State aid to education and describe how they work; (2) discuss the existing expenditure structure in Illinois; (3) describe and analyze the fixed foundation (Strayer-Haig), variable foundation, percentage equalization, and resource equalizer formulas used for equalization aid in the United States; and (4) analyze alternatives in educational expenditure policy for Illinois. The authors suggest that equalization formulas should include weighting for income in human resources because property valuation, the traditional measure of ability to pay, is becoming more equalized among districts. Although the authors present alternatives in expenditure policy, they recommend none as best.

Urban School Budgets Need Modernization

H. Thomas James[14] conducted an extensive study of the processes by which money is allocated to support public schools in large cities of the United States. Implicit in the rationale for the study are assumptions that resources available for the support of public education are rarely sufficient to satisfy all the demands made upon them, and that determinations about the level of public school financial support are almost always made in competitive situations. The rationale postulates three major determinants of educational expenditures in public schools: (1) a set of shared expectations for educational services, (2) the availability of wealth from which funds for schools can be allocated, and (3) a political system that allows the expression of demands and access to the decision process. The sample for the study comprised 107 of the 119 largest school districts in the U.S. in 1960. The distribution in ADA ranged from approximately 20,000 to 1,000,000 students. The 107 districts were located in 36 States. James remains pessimistic about the level of educational expenditures in our cities until social policy for education in the cities is determined on grounds other than the availability of resources under tax structures designed decades ago.

In analysis of the determinants of large-city educational fiscal policy, David C. Ranney[15] considers a wide range of problems and issues evolving from the metropolitan context within which large-city school systems operate. Ranney found that the form of school government in large central cities is a relatively unimportant factor in the support of public education. The relationship between educational and noneducational expenditures, however, is significant.

Large Cities Present Special Problems

In a paper presented at the annual conference of the National Association of State Boards of Education, Harold Howe II[16] attributes the present inequities in financing urban education to (1) the high cost of public service in the city as compared to other areas, which results in cities spending more per citizen than the corresponding suburban areas, and less per citizen on education; (2) the fact that present State formulas of aid to local school districts were originally designed to reduce the disparity between a State's well-financed urban schools and its money-starved schools elsewhere; and (3) the fact that urban schools are more expensive to build and operate (including the cost of supplemental services for many deprived children found in higher proportion in the cities). Federal aid has been slow in coming, but breakthroughs have been achieved in recent years through congressional programs. However, States must recognize the need to change distribution formulas so that the cities get a larger per pupil share, which would require additional State funds for all schools. Funds for better teacher education must also be allocated, and the new Education Professions Development Act will help. In addition, the cities must change their planning and policy so that the education they provide with new funds is designed to serve the special needs of the pupils they now have.

William S. Vincent[17] investigated three factors which influence a large-city school district's "fiscal performance": (1) the educational and occupational status of school board members, (2) the effect of the public vote on the budget, and (3) the effect of the size of the school district. A regression of certain budget approval variables, school district size, and wealth and characteristics of school board members was run on 14 measures of fiscal performance for a sample of 529 school districts. Some general conclusions include: (1) the conditions which the legislatures impose upon local districts influence local fiscal policy, (2) State regulations concerning the process of budget approval affect the fiscal capability of school districts, (3) the influence of school district size has not been clarified, (4) tax limitation combined with fiscal performance hampers the school district's ability to compete economically with other agencies relying upon public support, and (5) a form of fiscal dependence without tax limitations appears to be the best present method of regulating the fiscal powers of large-cities' school boards.

Budget Planners Must Innovate

Four papers from a workshop for school business officials, edited by Chester Kiser and James R. Spengler,[18] focus attention on school budgeting. In the first paper, legal problems uncovered in examining formal and oral audit reports of many school districts are discussed in a presentation on the legal pitfalls in budgeting. Secondly, efficient and effective money management procedures are discussed with specific examples showing how wise money management results in reduced taxes. Next, methods of presenting budgets to school boards and to the public receive attention, with advantages and disadvantages of various types of presentations considered. Finally, an economist comments on economic forces and trends that will affect school budgets in the immediate and long-range future.

Charles E. Danowski[19] compares key financial measures of Metropolitan School Study Council (MSSC) with those of the Associated Public School Systems (APSS) to obtain data relative to school system quality. The objectives of the discussion are (1) to describe the 11-year trend from 1955-56 to 1965-66 for each group on measures of net current expenditure per pupil, average teacher salary, numerical staffing adequacy, equalized property valuation, State aid, and tax rates on equalized property valuation; (2) to indicate how the two groups differ on these measures; and (3) to examine the possibility of using the data on these organizations as references for school system quality analysis. To compare the financial measures, APSS means are plotted against MSSC percentiles. The MSSC schools outrank the APSS schools in all measures, and in most cases the MSSC schools are 10 years ahead of the APSS schools. The relationships between mean scores have been constant over the period, giving rise to the possibility of formulating two specific sets of factors which could be employed for school system quality control.

New Tools Aid School Managers

In a paper presented at a meeting of the Association of School Business Officials, H. Thomas James[20] states that the development of logically sophisticated analytical models in a growing number of fields has placed new emphasis on efficiency in school management. Recent systems models guiding the longrun analysis of school management in terms of efficiency—through cost-benefit studies, systems analysis, and program planning and budgeting systems—are in sharp contrast to the traditional, conservative, shortrun process of school budgeting and accounting designed primarily to safeguard public monies. Cost-benefit analysis offers a systematic method by which benefit maximizing and cost minimizing choices can be made for a particular system and set of objectives. Systems analysis encompasses cost-benefit analysis within its larger framework and allows the

choice of alternative purposes for the system under study as well as choices among alternative materials, personnel, and management procedures. Program planning and budgeting systems are the most innovative, comprehensive, and change-inducing of all these approaches. They focus attention on the choices of (1) objectives to be achieved, (2) the system by which to achieve these objectives, and (3) the plan which will accomplish the objectives at the lowest cost. Application of these models, which is imperfect at present, has the advantage of requiring a careful and disciplined analysis of school management problems.

Thomas Payzant[21] presents a review and general discussion of quantitative and qualitative techniques for the analysis of economic problems outside of education. The purpose of his review is to help educators discover new tools for planning, allocating, and evaluating educational resources. The pamphlet covers some major components of cost accounting, cost effectiveness, cost-benefit analysis, systems analysis, cost quality, and program budgeting.

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Practical Program Budgeting Guide Available

Practical applications of program budgeting to school administration are emphasized in a new ERIC/CEA review paper entitled *Program Budgeting and the School Administrator: A Review of Dissertations and Annotated Bibliography*. The paper, written by Philip K. Piele and David G. Bunting, focuses on doctoral dissertations and reveals that a significant amount of the research on the practical applications and usefulness of program budgeting in education is found in this often overlooked source.

The 46-page review discusses the shortcomings of traditional budgeting practices, problems with the use of program budgeting, opposition to program budgeting, and its uses. One chapter shows, by means of detailed examples, how a school district can use a program budget to compare the costs of budget items on absolute, relative, and per student bases. Also included is a 22-item annotated bibliography of relevant dissertations.

A single copy of the paper can be obtained free of charge by writing to the Clearinghouse.

'In England the teachers operate to maintain the system; in America teachers operate to maintain the system; the system may be different, but the teachers are the same.'

Harmon Zeigler returned from England this fall with data to support the hypothesis that removing an administrative hierarchy won't necessarily result in an increase in the amount of controversy introduced into the classroom.

Zeigler, professor of political science and a research associate in CASEA, spent last summer in England under the auspices of a John Simon Guggenheim Fellowship.

The social scientist attempted to identify the forces which contribute to the development of expressive or quiescent teacher classroom behavior. A popular assumption, he said, maintains that the administrative structure in American schools strongly influences teacher behavior. If this is true, he reasoned, teachers' attempts to alter the conventional teaching methods might be stifled.

For example, said Zeigler, a teacher may bring in Black Panthers to address a class on the race issues; but the principal, under pressure from parents, may act to halt such speakers. Anticipating this rebuff, teachers may never attempt to introduce such controversy.

"The assumption in America," said Zeigler, "is that education is controlled by the lay public through their elected school boards. As demonstrated recently by the anti-sex-education groups, private citizens in America can exert considerable influence over their school boards who in turn can apply pressure at the school level. But in England, this couldn't happen."

"For one thing," indicated Zeigler, "the English school system operates without the equivalent of our school board. The public elects no one to govern schools. Secondly, the headmaster is responsible for students—not teachers. He would seldom, if ever, attempt to alter the teaching methods of a teacher regardless of parental or public pressure."

Knowing this, Zeigler studied both systems to see if teachers in England, insulated from outside pressures, actually introduced more controversy to their students than their American counterparts who must operate under a rigid administrative structure.

The preliminary data reveal that teachers in England are no more likely to introduce controversial issues into their classrooms than are American teachers.

Zeigler explained: "In England the teachers operate to maintain the system; in America teachers operate to maintain the system. The system may be different, but the teachers are the same."

The reason for the lack of difference despite the comparatively large amount of freedom for English instructors is that in both countries teachers are drawn from similar socio-economic backgrounds. In addition, "The socialization of the teacher in England is very comparable to that in America," said Zeigler. Thus, they exhibit similar traits.

The interpretation of the data gathered in England will culminate the third phase of Zeigler's work in the Center. He will compare his summer findings with research collected in America to determine exactly the effect that occupation, community, and administrative expectations have on the classroom teacher and the extent to which these variables account for differences in teachers' expressivism and innovative approaches to their profession.

The preliminary report of the research done on this side of the Atlantic has recently been released by Zeigler and his co-author and fellow research associate, M. Kent Jennings. The two conducted a national survey with school board members, district superintendents, and members of the general adult public.

One of the most significant findings revealed that despite such school controversies as sex education, the public isn't very deeply involved with the educational system.

When asked to indicate their interest in school board activities, 29 per cent of the national public said "very low," and only 15 per cent said "very high." The public's influence may be stronger than this percentage seems to indicate, however, for the superintendents and school board members revealed

School boards tend to overestimate degree of citizen interest in schools.

in response to another question that they overestimated the degree of citizen interest and involvement.

Zeigler and Jennings' American sample also indicated that considerable difference exists between socio-economic characteristics of school board members and the general public.

The findings are not surprising, explain the authors, although they do show the gulf that separates the socio-economic world of the elites and the masses. This difference, they explain, may result in different perspectives on public and educational matters.

For example, upon what basis should public officials, such as school board members, make their decisions? Only 13 per cent of the board members said they should "do what the public wants" and even fewer (3 per cent) of the superintendents agreed. Sixty-eight per cent of the board members and 73 per cent of the superintendents, as opposed to only 48 per cent of the general public, think board members should "follow their own judgment" in voting.

Jennings, on leave from his position at the University of Michigan's Institute for Social Research, will co-author with Zeigler several publications on these subjects before the summer of 1970.

organizational development paper cited

associates receive recognition for work of 'superior competence'

Three CASEA research associates, Richard Schmuck, Philip Runkel, and Daniel Langmeyer, recently received the 1969 Douglas McGregor Memorial Award for their paper, "Improving Organizational Problem-Solving in a School Faculty."

This recognition is granted annually by the National Training Laboratories (Institute for Applied Behavioral Science) for work of "superior competence" in the area of organizational development.

The *Journal of Applied Behavioral Science* printed the piece in its fall issue.

Schmuck and Runkel have incorporated the article as the summary chapter in their latest monograph, "Organizational Training for a School Faculty." The work is being published by CASEA for release in January.

Subjects for the study consisted of faculty and staff members from a Beaverton, Ore., junior high school. The researchers entered the school intending to test whether improved organizational problem-solving could be produced by training faculty and staff in interpersonal communication skills. Faculty members were asked to list the frustrations they encountered in the school and to practice a sequence of problem-solving steps to reduce these frustrations.

Data collected after the training showed that this problem-solving did reduce frustrations and also facilitated changes in organizational norms.

Other observable changes were discovered in the way faculty and administrators viewed each other, in the kinds of innovations reported within the school, and in the changing organizational norms of the faculty.

The winter issue of *r & d perspectives* will devote a major article to further explanation of the work and its implications for educators.

As principal investigators for CASEA's Program 30, Runkel and Schmuck are continuing their organizational development work in a Washington State school district. By utilizing such techniques as diagnosis and feedback, increasing communicative skill, team-building, intergroup and interrole confrontations, and increasing problem-solving skills in groups, they hope to test the usefulness of a particular strategy for organizational change they call "laboratory training for organizational development."

Last summer the two researchers conducted a two-week training workshop for 20 members of the Washington school district. This group, now trained "communication consultants," will help others within the school system to increase their skills in objective decision-making, in diagnosing communication breakdowns, and in using resources.

r & d perspectives

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instructional packages

(continued from page 1)

of individuals," explained Eidell, "decision making is increasingly dependent on the ability of all personnel involved to deal effectively with one another in a variety of group settings."

Such social phenomena as teacher militancy, student unrest, and increased community demands for involvement in school decisions will require that educational decisions be made by groups, stated Eidell.

The researchers will attempt to derive from the literature and research on small-group processes a repertoire of tested techniques which they will translate into instructional packages. They will produce and test these packages; then they will develop a program for training consultants to use these instruments in assisting small groups in actual school settings.

Whenever possible, explained the researchers, the objectives of the instructional materials will be specifically stated in behavioral terms to facilitate evaluation. After the instructional materials are thoroughly tested for effectiveness, the test results will be included as explanatory information with each instructional package.

"The instructional materials produced will include many alternative techniques to help groups increase their problem-solving skills," said Eidell. "In addition, we will develop a training program for consultants who can make maximum use of these diverse techniques."

Five other projects also will be undertaken by the research team. Three of them, like the PPBS project, will focus on employing emergent technology to increase the organizational efficiency and effectiveness of schools. Ultimately these projects will provide instruction to assist school personnel in developing integrated educational information and planning operations.

Another project on group problem-solving will attempt to upgrade the processes that occur among personnel as they perform specific organizational tasks in such specialized groups as curriculum committees and administrative cabinets.

Project Inform, the seventh step in Program 50, will be initiated next fall; it will continue over a five-year period to provide administrators with practical information derived from theoretical and empirical research. Products produced and disseminated from the project, such as audio-tapes and written materials, will be disseminated directly to administrators for their information and self-instruction.